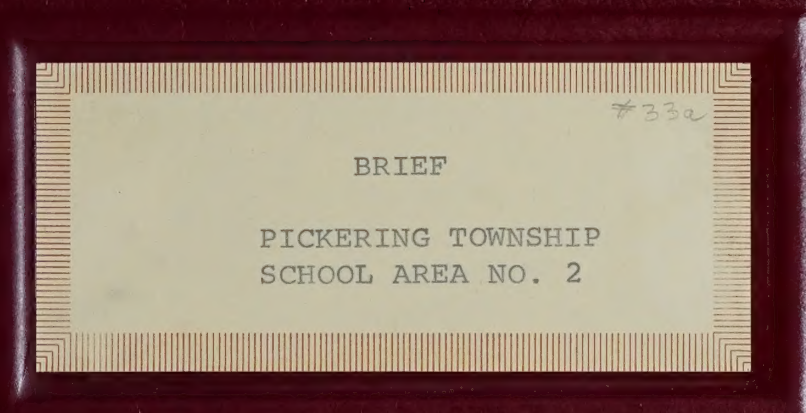


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B R I E F

to

ROYAL COMMISSION ON METROPOLITAN TORONTO

Conducted by

H. C. Goldenberg, Q. C.
Commissioner

Submitted by

BOARD OF TRUSTEES
PICKERING TOWNSHIP SCHOOL AREA NO. 2

October 30, 1963.

J. H. Adamson, B.Sc., P.Eng.,
Chairman, Board of Trustees.

Mr. H. C. Goldenberg, Q. C.,
Commissioner,
Royal Commission on Metropolitan Toronto.

Dear Sir:

The attached brief is submitted for your consideration during your review of the problems of the metropolitan region.

As Pickering Township is located adjacent to the present boundary of Metropolitan Toronto, it is influenced greatly by what is happening there. This is particularly true with respect to education, there being both public pressure and professional obligation to provide an educational system that will effectively handle the requirements of a growing population.

This school board is responsible for the education of 72% of the elementary public school pupils in the Township of Pickering. Educationally the basic standards of pupil expectancy and achievement have been attained or are planned for. However, this obligation to parents, pupils, professional staff and community, is being fulfilled only by placing a severe load on local taxation sources. With further expected expansion, financing will become increasingly critical.

Studies made by the Board reveal that urgent remedial measures are needed to keep the situation under control. As our Area is directly influenced now by the policies and achievements of the Metropolitan school system and as the future seems to point to even closer ties, your assistance

and advice is being solicited as part of your study of the municipality of Metropolitan Toronto and of the Metropolitan School Board.

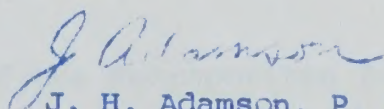
In 1953, when the municipality of Metropolitan Toronto Act was passed by the Ontario Legislature, it was recognized that a broader tax base was necessary if some of the municipalities surrounding the city of Toronto were to fulfil their obligations to parents for an adequate standard of education, with the concomitant need to meet their responsibilities to the ratepayers.

We submit that a similar situation exists in 1963 in this part of the Metropolitan Planning Area.

Although the evidence in this brief has been concerned with elementary public schools, many of the factors and considerations raised are similar at the secondary level.

Further explanatory details will be provided whenever you may request or require them.

Yours respectfully,



J. H. Adamson, P. Eng.,
Chairman, Board of Trustees,
Pickering Township School
Area No. 2.

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1. GENERAL INFORMATION

1.1 The School Area

Pickering Township School Area No. 2 is located in south west Pickering Township in Ontario County. The western boundary is the Township of Scarborough; the eastern boundary, Brock Road; the southern boundary, Lake Ontario; and the northern boundary, the second concession of the Township. The School Area is 7 1/2 miles long and 2 1/2 miles wide. The School District is under the administration of five elected trustees who hold office for a period of two years. There are eight schools in the Area. These are situated on either side of Highway Number 2.

The total value of buildings and equipment is \$2,101,350.00 according to a 1962 valuation.

The Area is traversed by Highway 401 and Highway 2, as well as the C.N.R. main railway line and the C.N.R. by-pass to the new marshalling yards in Vaughan Township.

1.2 Population and Assessment

The population of this school district is 15,076, compared to the total township population of 20,658. Seventy-two percent of the entire township population lives in this school district. Future trends are best forecast by the following quotation from a planning report. "The bulk of this new population will reside in the south western part of

the township especially between the lakefront and the third concession. The pattern for this development is already established due to past trends and development now being undertaken, while this part of the township may be more readily served by sewers and water. It is projected that by 1980 almost 87% of the total population, or say 50,000 persons, will probably reside in this area."⁽¹⁾

The 1962 assessment of the Township is \$26,600,730, and the 1962 assessment of this school district is \$15,936,359. 59.9% of the total Township assessment is within the boundaries of this school area.

In size of school population, the school area is equivalent to such Ontario centres as Waterloo, Woodstock, St. Thomas, Cornwall, Barrie and Richmond Hill.

1.3 Pupil Enrolment

Pupil enrolment in September, 1963, was 3,200. This is approximately 72% of the total public school enrolment in the Township of Pickering. A teacher-pupil ratio of 1 to 30.8 has been maintained, notwithstanding the fact that some additional supervisory personnel has been added to the staff.

According to the report of Project Planning Associates Limited, the projected public school population by 1980 will

(1) Planning Report by Project Planning Associates Limited,
40 Irwin Avenue,
Toronto 5, Ontario. (May, 1962)

be 10,000. Natural growth increases will produce a school population of 3,600 within three years.

In the Area there are approximately 3,500 houses whose owners support the public school system. This is an index of .9 pupils per house. This factor is high in relation to the factor used by the Metropolitan Toronto School Board for single family dwellings.

1.4 School Area Personnel

At the present time we have an academic staff of 104, and a caretaking and administrative staff of 16.

The average salary for teaching staff in 1963 is \$5,196. The provincial average salary was \$5,742 in 1962. (ii)

Because we are adjacent to Metropolitan Toronto, we must compete for the services of competent staff. The teachers' salary schedule which is appended provides for starting salaries, general increments, and maximum salaries, up to and including the graduate level of B.A., that are comparable to other urban centres in Ontario, and Metropolitan Toronto in particular. However, this schedule has become a recruiting schedule chiefly, because in order to maintain the cost of instruction and average salary at a reasonable level, it has been necessary to replace teachers who transfer or retire from staff with beginning teachers. At

the present time, 23% of our teachers are in their first year of teaching and 39% have less than three years experience.

Regulations of the Ontario Department of Education require that Elementary-School Principals of large schools hold academic qualifications equivalent to the Bachelor of Arts degree. The implication of this is that the salary range for qualified Principals is higher and is approximately equivalent to the scale paid to Elementary-School Principals in schools of similar size in Metropolitan Toronto.

2. FINANCIAL CONSIDERATIONS

2.1 General Comments

The information included in this section of the Brief was obtained from reports on file in the Board Office. The tabulated data was compiled early this year as a guide to the Board in its future planning. Presentations based on this material have been made to the Township Council and to the Department of Education in order to alert those bodies to the needs of this School Area. Four tables are included in the Brief along with our comments and observations on each.

2.2 Financial Statistics - Comments and Observations

Reference Table 1 attached.

Percentage Increases for Period 1959 - 1963

1. Enrolment	44%
2. A. D. A.	63%
3. Gross Cost	77%
4. Gross Cost per Pupil of A. D. A.	8%
5. Capital Expenditures	79%
6. Operating Expenses	96%
7. Instruction Supplies	69%
8. Instruction and Supplies per Pupil of A.D.A.	3%
9. Provincial Grant	11%

Enrolment and average attendance increased almost 50%, while costs of operating and capital expenditures increased by an average of almost 87% during the five-year period under review. At the same time as this was occurring, the Provincial Legislative grant increased by only 11%. The cost of instructional supplies increased by 3% per pupil of A.D.A. We submit, therefore, that in relation to controllable instructional items, the administration has been consistently economical. However, because of the disparity between grant and cost increases, the resulting increase in local taxation levy has been considerable.

TABLE 1

PUBLIC SCHOOL FINANCIAL STATISTICS - AREA NO. 2 PICKERING TOWNSHIP

	1959	1960	1961	1962	1963
GROSS COST.....	\$506,677.00	\$608,294.00	\$644,553.00	\$802,201.00	\$898,444.00
PROVINCIAL GRANT.....	230,647.00	235,465.00	252,017.00	327,927.00	355,000.00
NET COST.....	276,030.00	372,829.00	392,536.00	474,274.00	543,444.00
CAPITAL EXPENDITURES....	95,935.00	120,453.00	106,576.00	171,780.00	172,328.00
OPERATING EXPENSES.....	88,247.00	103,862.00	107,616.00	142,510.00	180,537.00
INSTRUCTION & SUPPLIES..	322,495.00	383,978.00	430,361.00	487,810.00	545,579.00
GROSS COST					
LESS DEBT CHARGES.....	410,742.00	487,841.00	537,977.00	630,421.00	726,116.00
A.D.A. CURRENT YEAR.....	1791	1854	2136	2430	2933
ENROLMENT OCTOBER OF PREVIOUS YEAR.....	2023	2094	2197	2544	2912
PER PUPIL OF A.D.A.					
GROSS COST.....	283.00	328.00	302.00	330.00	306.00
GROSS COST					
LESS DEBT CHARGES.....	229.00	263.00	252.00	260.00	247.00
INSTRUCTION AND INSTRUCT- IONAL SUPPLIES ONLY...	180.00	207.00	201.00	200.00	186.00
PROVINCIAL GRANT.....	129.00	127.00	118.00	135.00	121.00

2.3 Gross Cost and Assessment Trends

Percentage Increases Period 1959 - 1963

	<u>Gross Cost</u>	<u>Assessment</u>
Per Pupil of Enrolment	23%	47%
Per Pupil of A. D. A.	8%	30%

The increase in assessment compares favourably to the percentage increases in enrolment and average daily attendance. As the increase in assessment was partly the result of a reassessment of property in this School Area carried out in 1962, it does not reflect clearly the change in taxation raised locally. It is emphasized, however, that the modest gains in assessment during the period were offset by substantial increases in capital expenditures and operating costs. The result, again, was a proportionate increase in the local levy for public school purposes. Details are included in Table 2 attached.

TABLE 2

PICKERING TOWNSHIP SCHOOL AREA NO. 2 TRENDS

	1959	1960	1961	1962	1963
ENROLMENT OCTOBER PREVIOUS YEAR.....	2023	2094	2197	2544	2912
A. D. A. CURRENT YEAR.....	1791	1854	2136	2430	2933 est.
GROSS COST PER PUPIL ENROLLED.....	\$251.00	\$291.00	\$293.00	\$315.00	\$309.00
A. D. A.	\$283.00	\$328.00	\$302.00	\$330.00	\$306.00
PROVINCIAL GRANT PER PUPIL ENROLLED.....	\$114.00	\$112.00	\$115.00	\$129.00	\$122.00
A. D. A.	\$129.00	\$127.00	\$118.00	\$135.00	\$121.00
ASSESSMENT PER PUPIL ENROLLED.....	\$3,772.00	\$3,980.00	\$4,150.00	\$5,810.00	\$5,550.00
A. D. A.	\$4,261.00	\$4,495.00	\$4,272.00	\$6,095.00	\$5,511.00

15/7/63

2.4 Comparative Costs by Type of Expenditure

The table of comparison figures (table 3 attached) indicates that this school administration has consistently maintained a cost factor that is comparable to the provincial average for school districts with an average daily attendance of 1,000 - 3,000.

Two categories show marked differences:

- (a) The debenture cost as compared to the provincial average in 1961 was 20% higher. This is explainable in terms of the increased enrolment during the period and the necessity to increase school accommodation.
- (b) Transportation costs are 100% higher than the 1961 provincial average. Highway 401 (a non-access road), lack of service roads, and difficulty of north to south pupil mobility, have resulted in extended requirements for bus transportation and equipment.

TABLE 3COMPARATIVE DATASCHOOL COSTS PICKERING TOWNSHIP SCHOOL AREA NO. 2PER PUPIL OF A.D.A.

	1961 AVERAGE * for 1000-3000 A.D.A.	<u>PICKERING T.S.A. NO. 2</u>		
		1961	1962	1963 Est.
INSTRUCTION.....	\$184.00	\$189.00	\$188.00	\$173.00
INSTRUCTIONAL SUPPLIES..	12.00	13.00	13.00	13.00
ADMINISTRATION.....	10.00	8.00	11.00	9.00
PLANT OPERATION.....	28.00	31.00	34.00	36.00
PLANT MAINTENANCE.....	12.00	6.00	7.00	10.00
AUXILIARY SERVICES.....	1.00	1.00	1.00	1.00
TRANSPORTATION.....	2.00	4.00	6.00	5.00
DEBENTURE DEBT.....	39.00	47.00	59.00	53.00
CAPITAL OUTLAY - CURRENT FUNDS...	6.00	3.00	11.00	6.00
T O T A L	\$294.00	\$302.00	\$330.00	\$306.00
AVERAGE DAILY ATTENDANCE (A.D.A.)		2136	2430	2933

* Reference report on Operational Costs of Education dated 28th June, 1962, published in July - August 1962 Issue of THE ARGUS.

15/7/63

2.5 Comparative Costs - Other Fringe Areas

An investigation of fringe area municipalities of Richmond Hill and Vaughan Township reveals that in terms of gross cost, this school administration compares favourably. However, because of a low assessment per pupil of average daily attendance, our requisition to council is considerably more than those of the two municipalities being compared.

TABLE 4COMPARATIVE DATA ON SCHOOL FINANCING

IN RICHMOND HILL, VAUGHAN TOWNSHIP, PICKERING T.S.A. NO. 2
(SCHOOL DISTRICTS ADJACENT TO METROPOLITAN TORONTO)

A. TOTAL AMOUNTS

	<u>RICHMOND HILL</u>	<u>VAUGHAN TOWNSHIP</u>	<u>PICKERING T.S.A.2</u>	
	<u>1962</u>	<u>1962</u>	<u>1962</u>	<u>1963 Est.</u>
GROSS COST.....	\$977,000	\$982,000	\$802,000	\$898,000
PROVINCIAL GRANT	467,000	336,000	328,000	354,000
DEBENTURE COST..	*	147,000	143,000	156,000
ASSESSMENT FOR PUBLIC SCHOOLS	28,792,000	23,840,000	14,811,000	16,166,000
REQUISITION TO COUNCIL.....	495,000	569,000	448,000	559,000
AVERAGE DAILY ATTENDANCE (A.D.A.).....	2925	2738	2430	2933

B. AMOUNT PER PUPIL OF AVERAGE DAILY ATTENDANCE

	<u>RICHMOND HILL</u>		<u>VAUGHAN TOWNSHIP</u>		<u>PICKERING T.S.A.2</u>	
	<u>1962</u>	<u>1963</u>	<u>1962</u>	<u>1963</u>	<u>1962</u>	<u>1963</u>
GROSS COST..	334.00	*	359.00	*	330.00	306.00
GRANT.....	160.00	158.00	122.00	123.00	135.00	121.00
DEBENTURE...	*	*	*	*	59.00	53.00
ASSESSMENT..	9,601.00	8,928.00	8,707.00	8,022.00	6,100.00	5,500.00
REQUISITION.	169.00	159.00	207.00	211.00	192.00	191.00

* Not available from data discussed on May 15th, 1963

2.6 Educational Tax and Provincial Assistance

1963 Levy Public School Purposes

P.T.S.A. No. 2 (1963)	One Metro Municipality (1963)
Public School Levy - 34.0 mills	8.50 mills - Metro
	<u>10.26</u> mills - Local
	18.76 mills

Metro - 1 mill levy = \$25.00 educational revenue

P.T.S.A. No. 2 - 1 mill levy = \$9.00 educational revenue

1 mill Metro levy produces 177% more educational revenue than the corresponding rate in Pickering Township School Area No. 2, although both have an equalized assessment.

The Metropolitan levy of 8.50 mills produces an amount which, when added to the Provincial Legislative grant, permitted the municipality of Metropolitan Toronto through the Metropolitan Toronto School Board to pay a maintenance assistance payment of \$205 per pupil of average daily attendance in 1962 to elementary public school boards.

If this school board had received such an allowance in 1962, it would have meant an increase of 17% in assistance and a corresponding reduction in the local levy of approximately 8 mills. This figure can be used for comparison purposes as the Township of Pickering has achieved an equalized assessment by provincial standards.

3. METRO-PICKERING TOWNSHIP RELATIONSHIPS

We offer the following as supporting evidence that for educational purposes, the elementary public schools of this area should be considered for financial aid on the same basis as those in Metropolitan Toronto.

- 3.1 By survey, 87% of the residents of this area derive their income from Metropolitan Toronto industry and commerce. Of the remaining percentage, a number are employed in the industrial communities of Oshawa and Ajax. Pickering School Area No. 2 is thus a dormitory community for a large percentage of residents who are employed elsewhere.
- 3.2 The tax source for educational purposes is almost 90% residential. In 1961, the percentage of industrial assessment was 1.1.
- 3.3 Pickering Township and this district are under the control and administration of the Metropolitan Toronto Planning Board.
- 3.4 The Toronto Industrial Commission provides services for this part of Pickering Township.
- 3.5 Pickering Township has available the only serviced lake-front property for industrial and power development in the eastern Metropolitan Toronto region.
- 3.6 The Canada Post Office and Bell Telephone Company both list and service approximately half of this school district

as an east suburban Toronto entity - viz. Atlantic telephone exchange, and West Hill Post Office.

- 3.7 Educational costs of instruction, operation, maintenance and construction are equivalent to Metropolitan Toronto. This area is in the Metropolitan Toronto Region as designated by the Toronto Labour Council.
- 3.8 Transportation costs are considerable because of distances and geographical factors.
- 3.9 One large Toronto daily newspaper publishes a supplement at regular intervals which it refers to as "Suburban News - East Edition". This community is included in this classification of municipality.
- 3.10 The municipality of Metropolitan Toronto display booth at the Canadian National Exhibition, 1963, referred to this district for future development as a part of Metropolitan Toronto.
- 3.11 Pickering Township lies within the jurisdiction of the Metropolitan Toronto and Region Conservation Authority. It is imperative that adequate recreational and conservation areas be provided for the large metropolitan population. This fact underlines the inter-dependency of the entire metropolitan region.
- 3.12 As a school system grows, the incidence of children who require special education facilities increases. Services for

the physically handicapped, emotionally disburbed, speech handicapped, deaf, psychological and psychiatric clinics, and diagnostic educational clinics can only be provided on a regional basis.

- 3.13 The services of a research centre and curriculum planning department would do much to improve the quality of our instructional programme. These clinical and school services are presently being provided by the larger units of administration within the boundaries of Metropolitan Toronto. The children of this adjacent municipality should not be denied the benefits of these services.
- 3.14 In a recent address by the Honourable J. Robarts, Prime Minister, the subject of a transit survey was discussed. The Prime Minister noted that in suburban east Toronto, the line "Dunbarton-Toronto" would be an integral section of the travel system. This fact further underlines the related problems of the metropolitan region and the pertinent inter-relationships which exist between this section of Pickering Township and the present municipality of Metropolitan Toronto.
- 3.15 Mr. M. Jones, former Planning Commissioner of Metropolitan Toronto, in an article in the Toronto Telegram of October 23, 1963, is quoted "We have an opportunity to advance some new theories about government in the metropolitan area we are dealing with a complex seamless web."

4. SUGGESTED COURSES OF ACTION

- 4.1 Add the municipality of Pickering Township to the Metropolitan Toronto organization for educational purposes.
- 4.2 Add the southern, populated portion of the municipality of Pickering Township to Metropolitan Toronto for educational purposes.
- 4.3 Amalgamate all of the school systems of the Metropolitan Planning Area and administer them in sections, divisions, or units, on the basis of enrolment, not municipal boundaries.
- 4.4 Annex the urban part of the municipality of Pickering to the southern urban part of Scarborough Township, and the transfer of the northern rural section of Scarborough Township to the northern rural part of Pickering Township. Divide the school administrations on the same basis.
- 4.5 Some tax sharing arrangement with metropolitan Toronto would be desirable. Equalization maintenance assistance payments to education in the entire metropolitan planning area would serve to equalize educational opportunity, cost and ability to pay. This principle could be applied to the entire region without any change in present municipal organization.

There appears to be considerable evidence to support the claim that several departments of school administration could be enlarged within the framework of the metropolitan Toronto Planning Area for economy and practicality with no decrease in efficiency. Modern accounting practices could make this a desirable arrangement.

- i.e. -
1. personnel records
 2. payroll
 3. requisitions
 4. purchasing
 5. distribution
 6. inventory control
 7. transportation
 8. capital expenditures
 9. new school construction
 10. special educational services
 11. budget control

The Metropolitan Toronto Separate School Board is currently unified to a large extent. It would appear that the needs of instructional supervision and maintenance control could best be accommodated on a smaller unit basis.

5. CONCLUSION

5.1 Urgency of Problem and Interrelation with Metropolitan Toronto

This section of Pickering Township is related to the Municipality of Metropolitan Toronto geographically, socially, culturally, educationally and to some extent municipally (Metro Planning Board).

While this educational administration, geographically, is only 15% of the total land area in the Township, the school enrolment is presently 72% of the Township total and projected population trends will raise this percentage to approximately 87%. This then is the section of the municipality where there will be an education cost crisis in the years that lie ahead.

Standards of educational expectancy and achievement must meet basic equivalent standards in adjacent Metropolitan Toronto communities.

Cost factors are such that assistance from the Municipality of Metropolitan Toronto as a member municipality would do much to equalize the educational tax responsibilities which the residents of this community must undertake.

5.2 Obligations to Community

The young people of this community should receive a basic standard of educational opportunity which will equip them to compete in a complex modern world and to experience personal

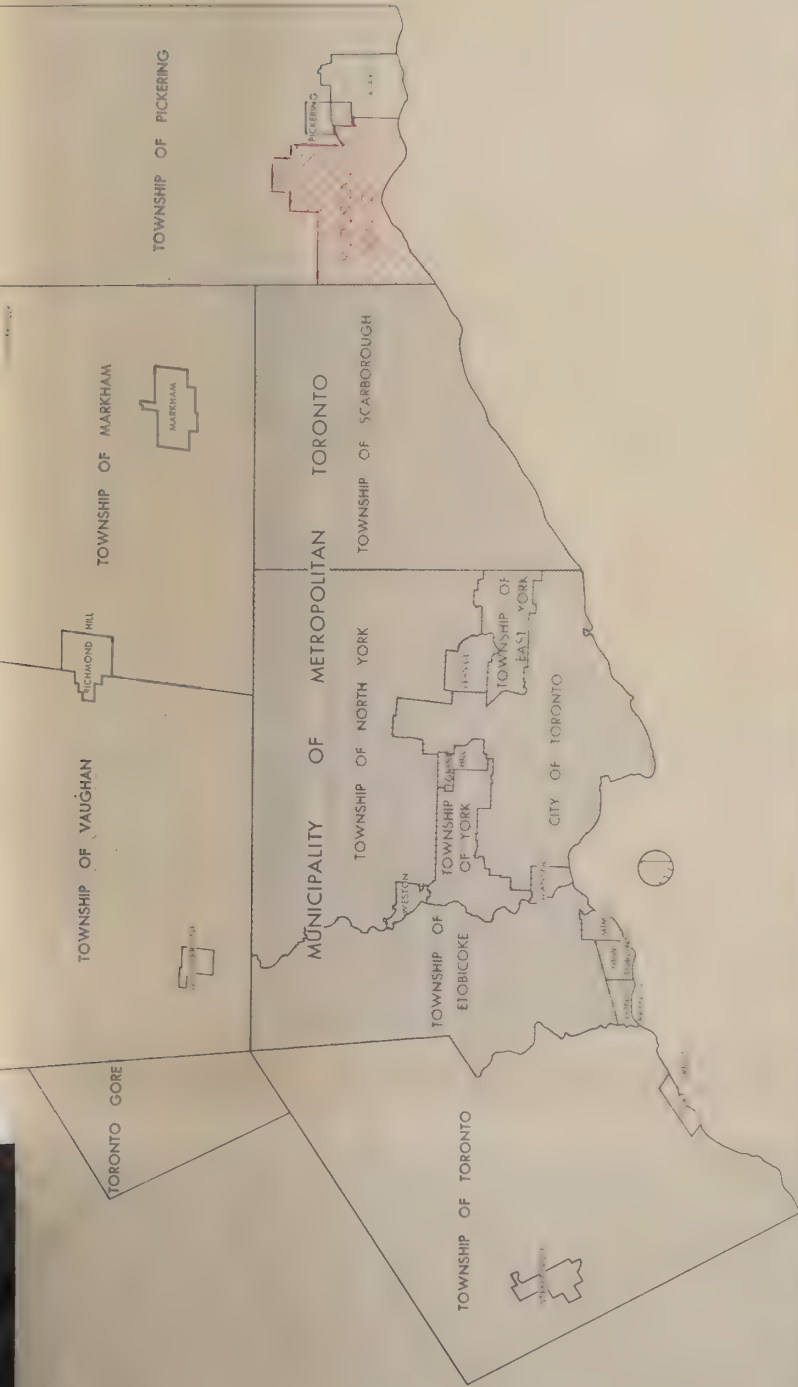
satisfaction, achievement, and happiness as the product of a satisfactory educational programme. The educational system must have the capacity to carry out this duty adequately.

5.3 Conditions Requiring Review

- 5.3.1 Fixed operating costs account for a large percentage of current budget and, with salary improvements, total operating expenditures will continue to show some increase.
- 5.3.2 Trend studies reveal a decreasing assessment per classroom and per pupil of A.D.A.
- 5.3.3 Population surveys show an increasing school population with a pupil per house index which is higher than many adjacent urban municipalities within Metropolitan Toronto.
- 5.3.4 The need to tailor educational opportunities to individual capabilities puts increasing pressure on educators to provide additional educational services and facilities. These are of ultimate benefit to the country as a whole but put a cost burden on the local community that tries to comply.

6. APPENDICES

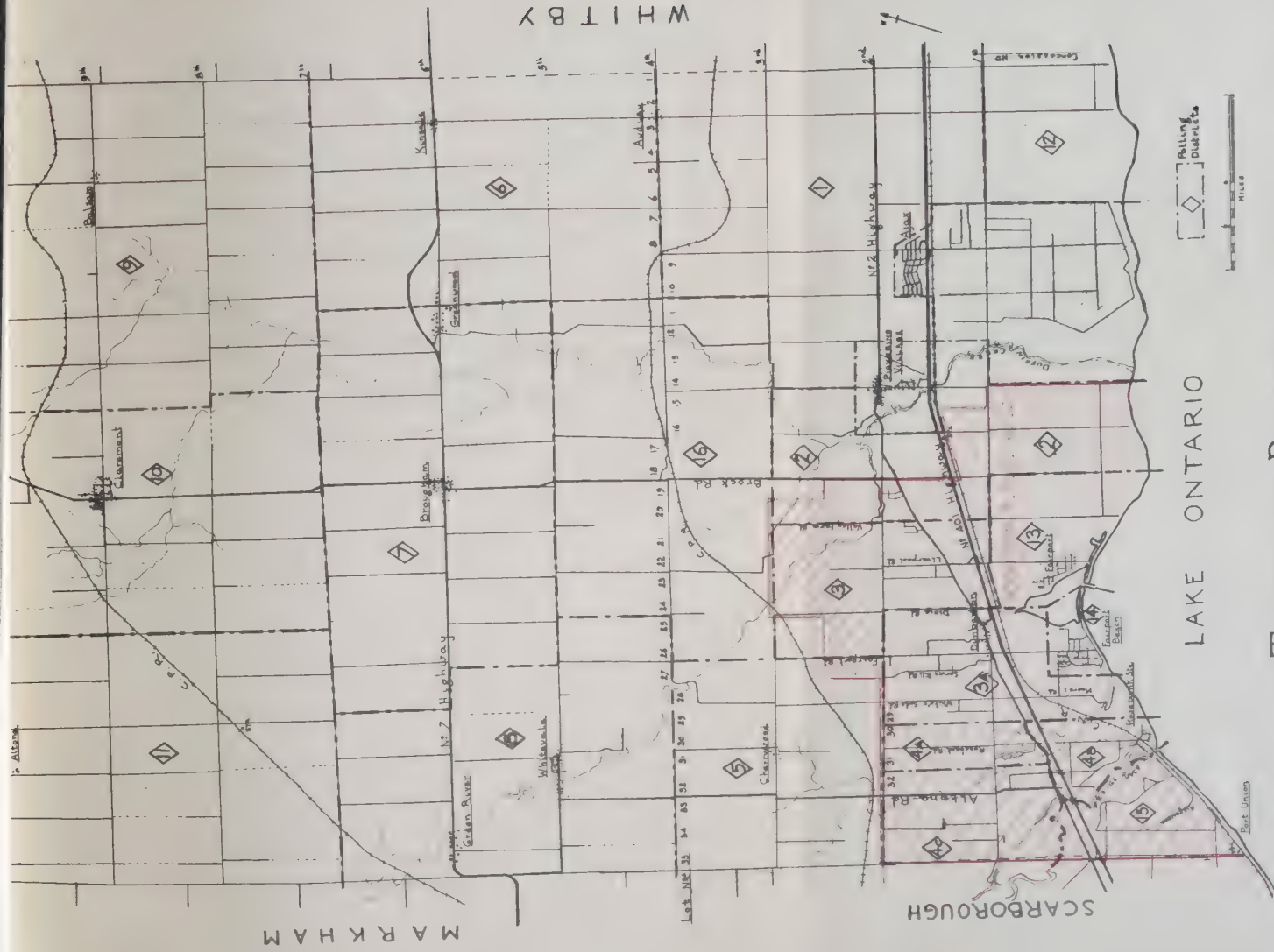
- A. Map of Metropolitan Planning Area
- B. Map of Pickering Township
- C. Map of Pickering Township School Area No. 2
- D. Teachers' Salary Schedule



OFFICIAL PLAN OF THE METROPOLITAN TORONTO PLANNING AREA

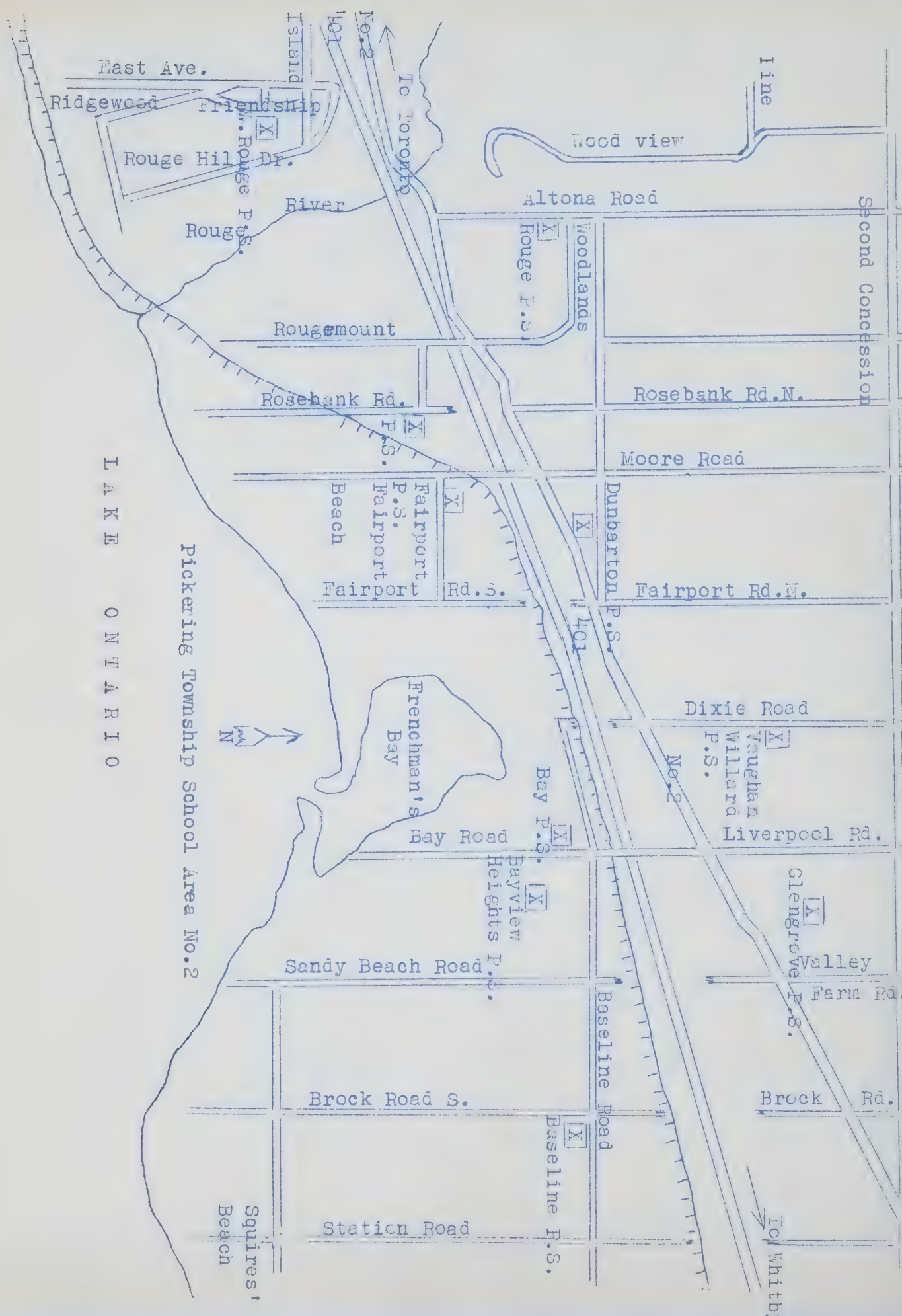
METROPOLITAN TORONTO PLANNING BOARD SEPTEMBER, 1959

METROPOLITAN TORONTO
PLANNING AREA



TOWNSHIP OF PICKERING

35 34 33 32 31 30 29 28 27 26 25 24 23 22 21 20 19 18 17 16



Pickering Township School Area No. 2

PICKERING TOWNSHIP SCHOOL AREA NO. 2

TEACHERS' SALARY SCHEDULE 1963-64

EFFECTIVE SEPTEMBER 1, 1963

- - - - -

A - TABLE OF SALARIES:

<u>EXPERIENCE</u> <u>IN YEARS</u>	<u>CATEGORY 1</u>	<u>CAT. 2</u>	<u>CAT. 3</u>	<u>CAT. 4</u>	<u>CAT. 5</u>
0	\$3300	\$3700	\$4100	\$4700	\$5000
1	3500	3900	4300	4900	5200
2	3700	4100	4500	5100	5400
3	4000	4400	4800	5400	5700
4	4300	4700	5100	5700	6000
5	4600	5000	5400	6000	6300
6		5300	5700	6300	6600
7		5600	6000	6600	6900
8		5900	6300	6900	7200
9		6200	6600	7200	7500
10		6300	6900	7500	7800
11			7000	7800	8100
12				7900	8400

B - INCREMENT

Increment \$200. for first 2 years, then \$300. to maximum salary.

C - EXPERIENCE ALLOWANCE

A maximum of eight years is allowed for experience outside the Area.

C - TABLE FOR RESPONSIBILITY

VICE-PRINCIPALS - \$50 per room up to 10 rooms, then \$12.50 per room.

SUPERVISORS - Minimum \$800.

ASSISTANT SUPERVISORS - \$200.

CONSULTANT TEACHERS, etc. - \$200.

Responsibility Allowance for Vice-Principals is for each operating classroom.

E - BENEFITS

Educational Improvement Leave, Physicians' Services, Blue Cross and Group Insurance (male) plans are available on application.

